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CIRCULATION

beverly hills

general plan

8-77

Note: On September 6, 1977, by Resolution Number 77-R-5705, the Beverly Hills City Council adopted Pages 1 through 29 of this document.

CIRCULATION ELEMENT: ABSTRACT

The Circulation Element stresses two policies. First, the neighborhoods of Beverly Hills should be preserved and enhanced. The environmental degradation resulting from vehicles traversing neighborhoods is undesirable because it conflicts with the major goal of increasing long term stability and desirability in Beverly Hills. Secondly, vehicles should move into, out of or through Beverly Hills as expeditiously as possible.

The Circulation Element takes the position that Beverly Hills' streets function as part of a subregional traffic pattern. Traffic is related to land use and the resulting problems will require tradeoffs since changes to accommodate traffic in urbanized areas can only come about at the expense of existing patterns of development. Interim solutions may be more worthwhile than long-term solutions, pending the development of a viable rapid transit solution, etc. The Element views circulation as one important factor affecting the City.

Through traffic (traffic neither originating in nor destined for Beverly Hills) would be encouraged to use only a few streets. Now, many streets are used. As proposed, the through traffic would be carried on east-west streets such as Sunset, Santa Monica, Wilshire and Olympic Boulevards as well as north-south streets such as Doheny Drive and Robertson Boulevard.

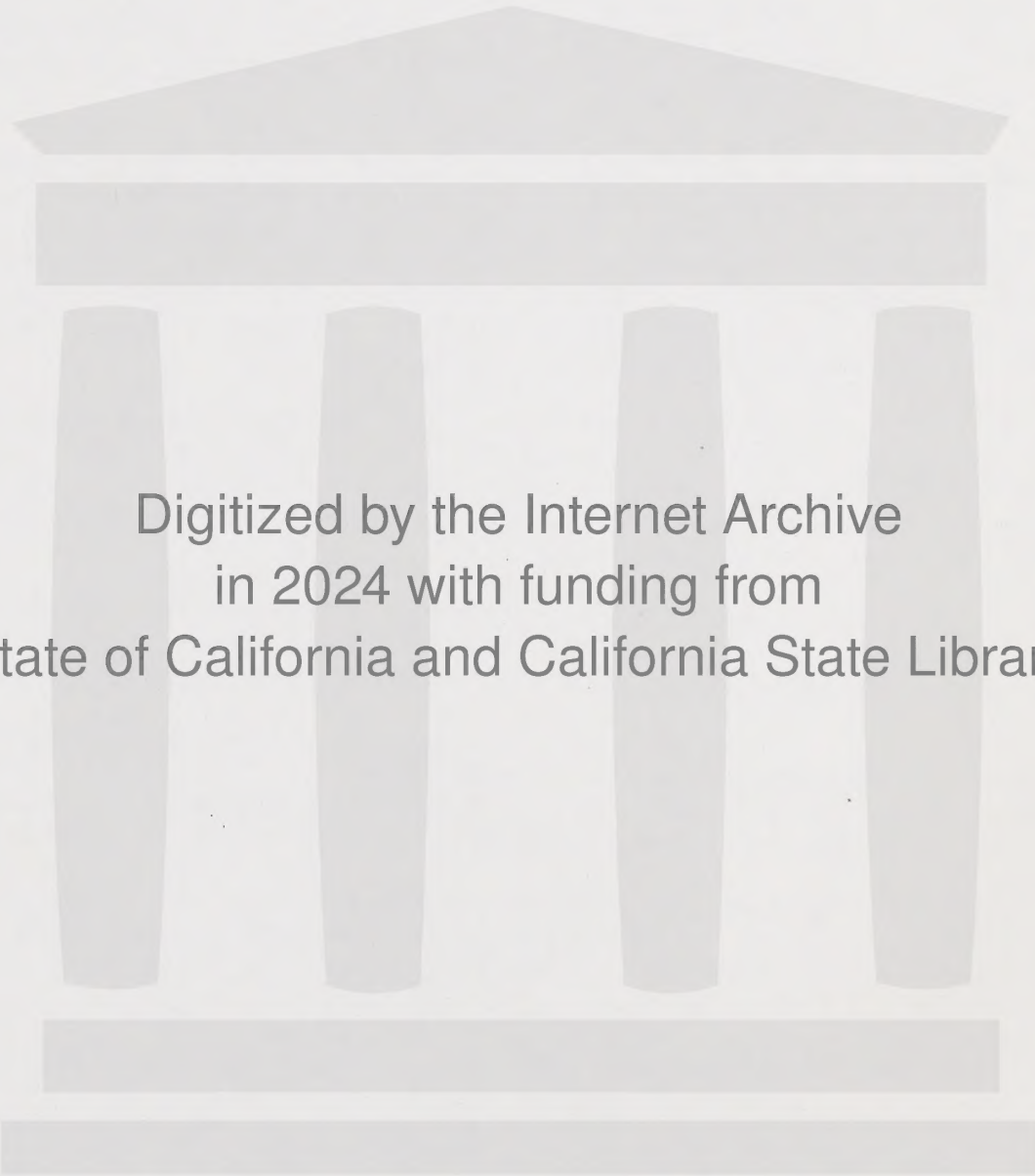
Access traffic (traffic either originating in and/or destined for Beverly Hills) should be encouraged but also on limited streets. These streets include Beverly Drive-Coldwater Canon Drive (north of Sunset Boulevard) and Benedict Canon Drive.

Effort should be made to preserve residential areas by encouraging nonlocal traffic to flow around the neighborhood rather than through it. This would result in less air and noise pollution and greater levels of safety within neighborhoods. To achieve this, the Element proposes the construction of the Traffic Management Plan.

Parking should be conveniently located between access street and commercial destination. This location would intercept the patron and therefore be easily used. It would be well to consider expansion of the In-Lieu Parking concept in older multiple-family areas.

A Triangle circulation plan should be developed to encourage people to walk in the business area.

Beverly Hills. Dept. of pl.
City pl. Beverly Hills
Traffic



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1. INTRODUCTION.

1.1. Regional Transportation Network.

General.

The basic forces which govern regional travel characteristics have not changed in principle in recent years, nor have trends toward greater regional traffic volume shown signs of abating. If anything, the problems have continued to intensify and it has become apparent that attempts to ameliorate the traffic situation through the provision of bigger and better streets and highways will provide only temporary relief at a fiscal and environmental cost which is no longer deemed acceptable.

This means that although it is still desirable to attempt to solve areawide traffic problems using whatever transit solutions are at our disposal, such efforts will be futile unless it can be assured that such responses are stable, long-term solutions. This means, for instance, that alleviation of traffic problems cannot be considered as an automatic license to begin a new wave of regional growth and development. Traditionally, the practical effect of traffic improvements was not only to serve a demonstrated need, but as an inducement to stimulate new growth.

Uncontrolled growth, not freeways, was the problem. Freeways, therefore, are not categorically the wrong solutions nor are transit systems necessarily the right solution. If we subscribed to such simplistic conclusions, we would merely run the risk of substituting one solution with which we have become disenchanted for a solution with which we will become disenchanted, unless such controlling issues as land use policy are squarely confronted. This simple observation leads to disturbing implications in the multigovernmental structure of the Los Angeles region, since it underscores the fact that Beverly Hills' transit and land use problems are not for Beverly Hills alone to solve.

1. Within the limits of current capability to control regional land use, coupled with the continuing dependency upon the automobile as the primary means of travel, problems related to transportation may be ameliorated, but not solved.
2. Amelioration of such problems will require tradeoffs, since changes to accommodate traffic in urbanized areas can only come about at the expense of existing patterns of development. Modifications, therefore, no matter how small or limited, are likely to be costly and disruptive to existing patterns.
3. In many instances, it may be more appropriate to develop interim solutions which will favor preservation of the character of existing areas

at the expense of traffic, rather than the other way around, until lasting solutions can be found.

4. Lasting solutions must be planned and considered at the regional level, but must be able to reflect local needs and priorities as determined at the local level.
5. In order for solutions to be durable, they must be inextricably tied to locally developed and regionally accepted land use controls for all jurisdictions within the area of influence, which will insure that increased transportation efficiencies will not be lost to uncontrolled development.
6. Lasting solutions may also require new technologies. In the long run it may be appropriate to devise a new approach which is based upon the unique features of Los Angeles rather than to adapt existing technologies which may have limited suitability. An example may be a system for Personal or Group Rapid Transit, which utilizes an extensive network which provides maximum flexibility of origins and destinations and requires minimal transfers between modes of transportation. If such a proposal were feasible, it would more effectively integrate the current lifestyle patterns of residents with the widespread geographical character of the Los Angeles area, than the traditional mass transit systems which generally require more than one mode of travel for each trip.

The Need for a Total Approach to Transportation Planning.

The desire to improve traffic efficiency and convenience will continue to be a major concern to this area. As such, there will always be proposals to develop new transportation systems, based upon the development of new technologies.

The technology, however, is incidental to the issue, and although discussions center about the most suitable technology, it is probably because they are tangible and dramatic aspects of a solution rather than comprehensive and durable solutions in themselves.

A durable solution must be comprehensive in that it must address all the major elements of the problem. The extensive freeway system might have been durable had the issues of land use and environmental degradation been addressed at the time of freeway development. The element of control or manageability of a wide range of variables is essential for a successful transportation improvement program. Unfortunately, advances in technology have traditionally outdistanced the ability or commitment to deal with the less tangible issues related to growth control.

In light of past experience, it would be futile and irresponsible to once again propose transportation improvements in a vacuum.

As a prerequisite, therefore, it is necessary at the regional level to identify the range of components to be considered in a transportation program and to recommend methods whereby such controls could be implemented. It is recommended that the sequence be initiated with local land use plans which are considered within a regional transportation context, and which become the basis for local regional land use agreements. Such a system could absorb internal shifts in land use intensity within local transportation subareas, but would be subject to regional controls for changes in intensities of use or changes between transportation subareas.

This overview provides an important aspect of a framework for the evaluation of transportation improvements for Beverly Hills. As an employment and shopping center, it is appropriate to consider Beverly Hills as an integral part of any improved regional transportation network.

Major Modification of the Existing Circulation Network.

Assuming the continuing role of the automobile as the dominant mode of travel and the demands of the automobile upon the area, the most direct solution would be one which carries the maximum number of vehicles across the shortest possible distance. Such a solution has been presented in many forms over the years, all of which may be characterized as a limited access "freeway" type of design, usually in the vicinity of Santa Monica Boulevard.

Recognizing the need to separate the through traffic, which dominates the use of Beverly Hills' east-west streets, from the local access traffic which requires Beverly Hills streets, consideration should also be given to the development of a multi-lane tunnel, using burrowing techniques, beginning at a point west of the Wilshire-Santa Monica Boulevards intersection and continuing under Santa Monica Boulevard to the City's eastern boundary. This would provide a grade-separated Wilshire-Santa Monica Boulevards interchange and would permit a free flow of through traffic while retaining the existing Santa Monica Boulevard at grade for local access purposes. Such burrowing techniques have been used successfully elsewhere, and since it represents what may be the only acceptable and reasonably successful solution to the problem, feasibility should be thoroughly investigated. Such a tunnel would be approximately 1.6 miles long and might well be constructed completely within the existing right-of-way.

If feasible, such a solution may offer an opportunity to restore some of the environmental quality which has been lost due to traffic congestion, noise and air pollution.

This project would benefit the subregion by relieving the bottleneck that happens to be located in Beverly Hills. As a result, hopefully, all local jurisdictions would be interested in participating in the project's planning and financing.

It should again be emphasized that such a solution should only be considered in the context of a regional land use program which will insure that the benefits of such transportation improvements will not be cancelled out by a subsequent wave of uncontrolled growth.

The Role of Mass Transit.

There are a variety of possibilities which may be suitable as alternatives to the automobile. The extent to which a transit solution will supplant the automobile will depend partly on the extent to which it provides the individuality and the flexibility of the automobile. Presumably, any transit system would be grade-separated, so as not to interfere with automobile traffic, and designed to be environmentally as well as functionally integrated into the community.

Depending upon the type of system and how extensive it is, transit offers the opportunity to carry out the shopping, visiting and journey-to-work functions of the City while reducing the growing pressures on local streets and the inefficiencies which jeopardize the long-term stability of the community.

The center of such a system would be in the vicinity of the Business Triangle along Wilshire Boulevard. The primary orientation of an improved transportation system would be east-west, but a north-south orientation is also important and should be explored as to feasibility.

Depending upon the type of system used and supporting distribution network proposed for Beverly Hills, the Wilshire corridor may well extend to Santa Monica Boulevard. Since the railroad right-of-way is already the most available location for east-west transportation improvement, it should be reserved and held for this purpose by the State of California at such time as it is no longer required for railroad freight use.

Under no circumstance, however, should such right-of-way be used to improve the regional transportation network unless the mechanism for regional land use control as described, or an acceptable alternative, is in place and operative.

Until that time, such right-of-way should be made available on an interim basis for local and/or regional use, for such purposes as linear park, bikeways, jogging trails, or parking. In addition, it is necessary to consider the other local impacts, such as the visual and noise characteristics of any transit proposal. If the transit system is to be expanded beyond the existing bus system, it is important that it be integrated into the community so as not to provide more efficient transportation at the expense of environmental quality.

1.2. Beverly Hills Overview.

This report was prepared in conjunction with the Department of Traffic & Parking. It inventories and analyzes the circulation and parking problems and issues facing Beverly Hills and recommends how they may be solved or mitigated. As an independent jurisdiction, Beverly Hills has legal control over virtually all aspects of circulation within its boundaries: street widths, signalization, street geometrics, etc. The State regulates Santa Monica Boulevard, a State

highway, and Beverly Hills shares control over certain signals and stop signs with adjoining jurisdictions, along the boundary of the City. Thus, at least in theory, the City, has the ability to control traffic and circulation problems via widening streets or resignalization or by developing additional roadways. While theoretically possible, such solutions tend not to be practical because Beverly Hills streets function in conjunction with the jurisdictions around it. Thus Beverly Hills does not have the scope of control required to mitigate all traffic and circulation problems. These reasons include the following:

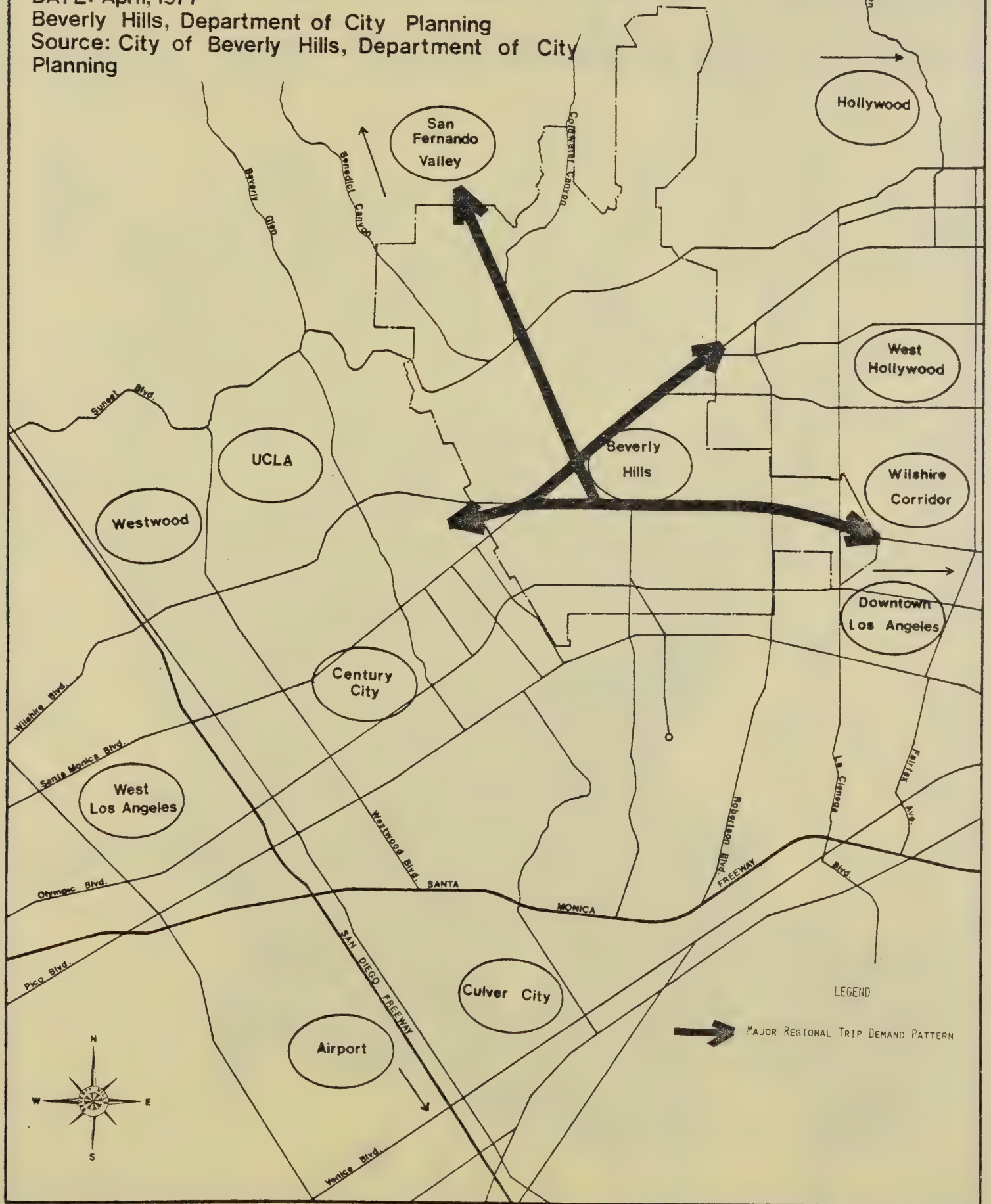
1. The Location of Beverly Hills in the Wilshire Corridor. Beverly Hills is located along a densely developed part of the Wilshire Corridor and adjoins many heavily travelled areas whose vehicles routinely use Beverly Hills streets. These include Westwood Village/UCLA, Century City, West Hollywood and the Mid-Wilshire and Miracle Mile Districts. (See Map 1.) Of these, some must use Beverly Hills streets. (See Map 2.)
2. Beverly Hills is itself a significant traffic generator. Many vehicles are destined for or originate in Beverly Hills' residences, Business Triangle and other commercial or employment areas.
3. Beverly Hills' street pattern provides limited opportunities for all the trip-demands made upon it. The land was originally subdivided before the magnitude and complexity of today's traffic demands were evident. Since they were never designed for the heavy loads and the complex patterns of origins, destinations and turning movements, there is only a limited capability for adaptation.
4. A fully developed City such as Beverly Hills has conflicting needs. In many cases, "trade-offs" are required to solve or mitigate problems. This is inherent in any effort to adapt a mature community to newer technologies. The policy on the Beverly Hills Freeway is a good example: because of the environmental concessions required from adjacent residential areas as a result of its development, the City opposed the roadway even though its main purpose was to improve inter-City traffic flows, thus providing relief for a major circulation problem on Beverly Hills' streets. (See Map 3.)

REGIONAL GENERATORS WHICH USE BEVERLY HILLS STREETS

DATE: April, 1977

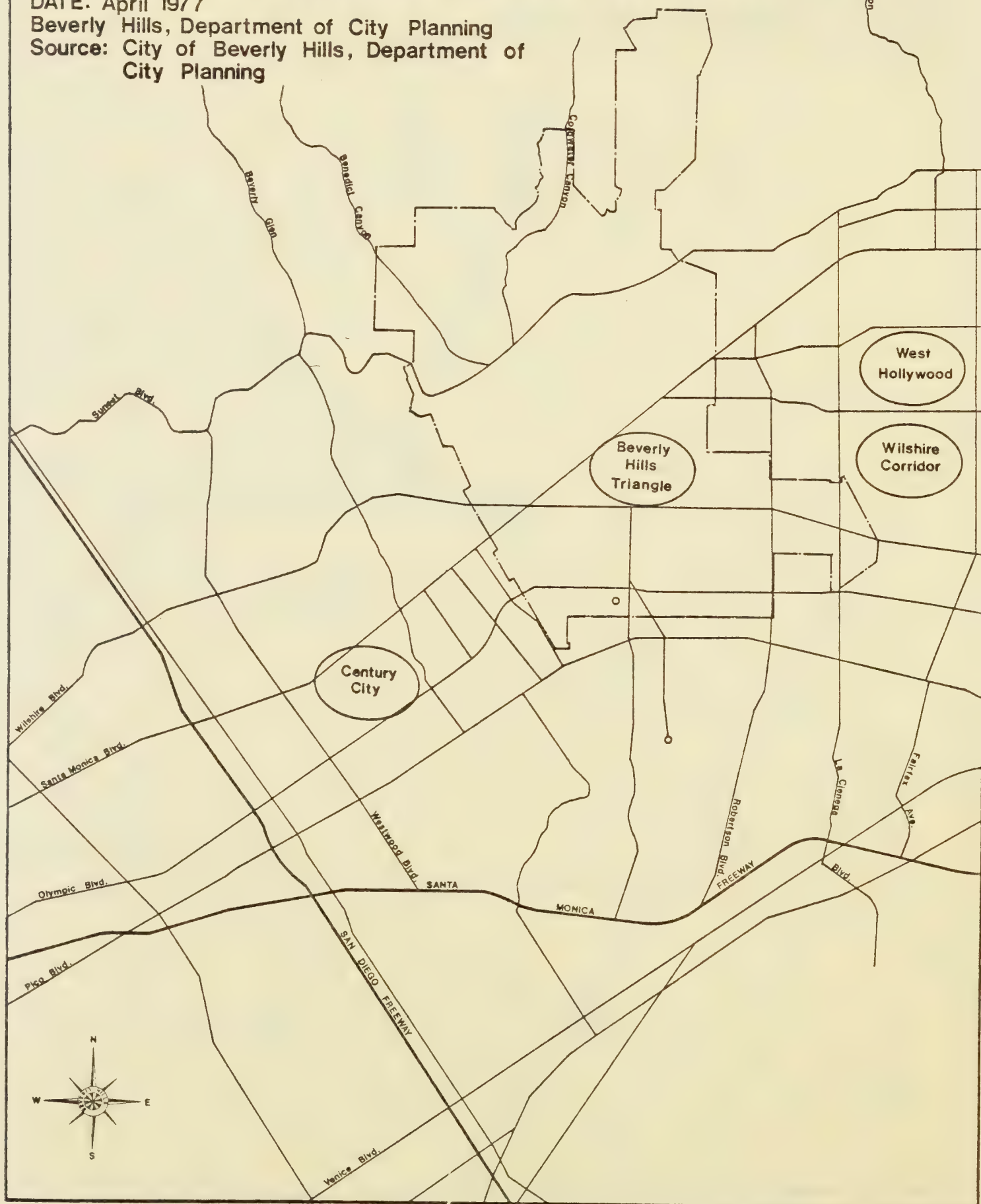
Beverly Hills, Department of City Planning

Source: City of Beverly Hills, Department of City Planning



REGIONAL GENERATORS WHICH REQUIRE BEVERLY HILLS STREETS

Beverly Hills, Department of City Planning
Source: City of Beverly Hills, Department of
City Planning



MAP 3

LAND USE PLAN

ADOPTED MAY, 1977

Benedict
Cañon

Coldwater
Cañon

Sunset

Wilshire

Santa Monica

Olympic

Burton Way

Beverly

Doheny

Robertson

San Vicente

LEGEND

	MAXIMUM DENSITY (DU/ACRE)	MAXIMUM HEIGHT (FEET)
SINGLE FAMILY RESIDENTIAL		
Low Density	2.5	
Medium Density	4	
High Density	6	
MULTI-FAMILY RESIDENTIAL		
Low Density	40	30
Low/Medium Density	40	40
Medium Density	45	60
High Density	50	60
COMMERCIAL		
Low Density General (FAR) 2.0		45
Low Density General (FAR) 2.0 OR Medium Density Retail 5.0		100
Planned Development Area (FAR) 2.0	50	60
Parks		
S	SCHOOLS	
P	PUBLIC BUILDINGS	
↓	SOLID WASTE DISPOSAL FACILITIES	
—	SCENIC HIGHWAY	
—	RAILROAD	
R	RESERVOIRS	

PREPARED BY:
B.H. PLANNING DEPARTMENT
NOVEMBER 1976

(to Hyperion facility)

SCALE IN FEET

25 0

2. RECOMMENDATIONS.

2.1. Circulation.

The following recommendations are designed to facilitate the movement of traffic within the primary objective of protection of the environment. It is suggested that this plan be modified in accordance with regional plans for traffic improvement and that efforts continue to promote more effective land use controls along the transportation corridor.

1. With respect to automobile travel, the functions of the City streets should be more clearly defined and, when possible, the streets should be modified accordingly, so that streets can perform one or several functions well, rather than many functions poorly. Although modifications are continually under study which articulate this policy to some extent, the streets function basically as all things to all people. This includes parking, loading, local access, through traffic, as well as for jogging and bikeways.

The following recommendations address opportunities to ameliorate specific problem situations, but are no substitute for a comprehensive regional transportation program which concurrently addresses circulation, environmental protection and land use controls.

The circulation system is one aspect of the issue. The second is the preservation of the neighborhoods around which the traffic flows. Neighborhood preservation, discussed below, goes hand-in-hand with street function designation.

As a corollary document which would represent one type of implementation mechanism for the Circulation Element, a proposal for a Master Plan of Streets has been prepared.

The Master Plan of Streets is one of the tools necessary to frame the groundrules for future development of the City. The Master Plan of Streets would be adopted separately as a Specific Plan and would provide a context for the evaluation of individual development proposals toward the goal of a more efficient street system. With such a plan, the City can review a development proposal for a specific parcel and determine whether or not additional land is needed for alley widening or street realignment.

Secondly, the Master Plan of Streets provides the City with the ability to recognize opportunities as they arise, and the capability to seize these opportunities in the form of dedication or purchase of land for public purpose at such time as a development proposal is being considered. This does not mean that all major proposed realignments will in fact occur, but simply that, should an opportunity arise, it won't slip by unnoticed.

When considering the Master Plan of Streets for adoption, however, it should not be viewed in a vacuum. The Plan is based on a philosophy of more efficient circulation which may or may not be appropriate with respect to a specific proposal at a particular point in time.

The realignment must not only be evaluated in terms of the specific parcel which may be severed, but also in terms of the extent to which increased traffic efficiency serves community objectives. In certain instances, traffic efficiency may be subordinate to the sanctity and integrity of residential areas. In these instances, it might be more appropriate to implement a traffic segregation proposal in order to discourage undesirable traffic.

A second tool which must be included is the 1995 Functional Usage Map, a document prepared for the Federal Government, which qualifies the City for certain funding. This map cited categories of streets, e.g., arterials, etc., based on the City's goals rather than their functions or geometrics. The map was used as a building block for the Master Plan of Streets and it was adopted in October of 1975. (See Map 4.)

In addition, the following circulation recommendations have been developed in conjunction with these two documents. No additional recommendations were made for the area north of Santa Monica Boulevard other than those recommended or implied in the Functional Usage Map or the Master Plan of Streets. Hence, nothing is discussed in the text or shown on the maps.

- a. Through traffic (traffic neither destined for nor originating within Beverly Hills) should be encouraged to traverse Beverly Hills as efficiently as possible on selected streets only. These include Santa Monica, San Vicente, La Cienega, and Robertson Boulevards and Burton Way. (See Map 5.)

Through traffic is an inherited function by virtue of the City's location between traffic generators in West-Central Los Angeles (especially along the Wilshire Corridor), and because there is no convenient freeway to carry this traffic. Through traffic serves no direct useful purpose to Beverly Hills, but produces substantial conflict with locally destined traffic and other negative impacts such as noise and air pollution. (See Map 1.) Although the predominant through-traffic demands are in an east-west direction, there is substantial travel between the Beverly Hills area and the San Fernando Valley which uses the City's residential north-south streets which pass through the heart of the community. Improvements which would facilitate north-south traffic movement would be inconsistent with the character of the residential neighborhoods which they traverse, and the functions of the Business Triangle. Further, they would conflict with the primary need to facilitate east-west travel. Accordingly, such improvements are not recommended, within the limited context of a local general plan.

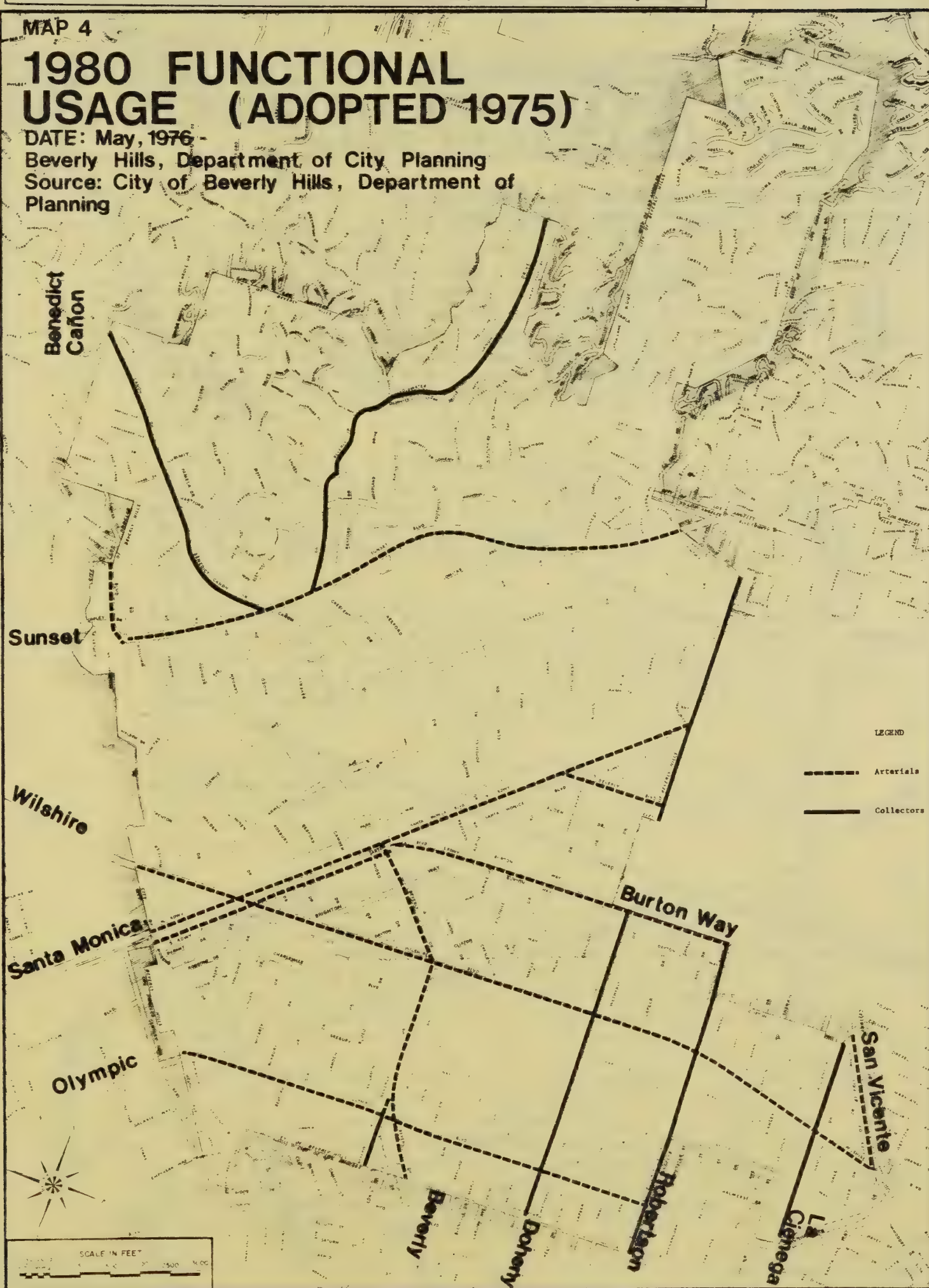
MAP 4

1980 FUNCTIONAL USAGE (ADOPTED 1975)

DATE: May, 1976 -

Beverly Hills, Department of City Planning

Source: City of Beverly Hills, Department of Planning

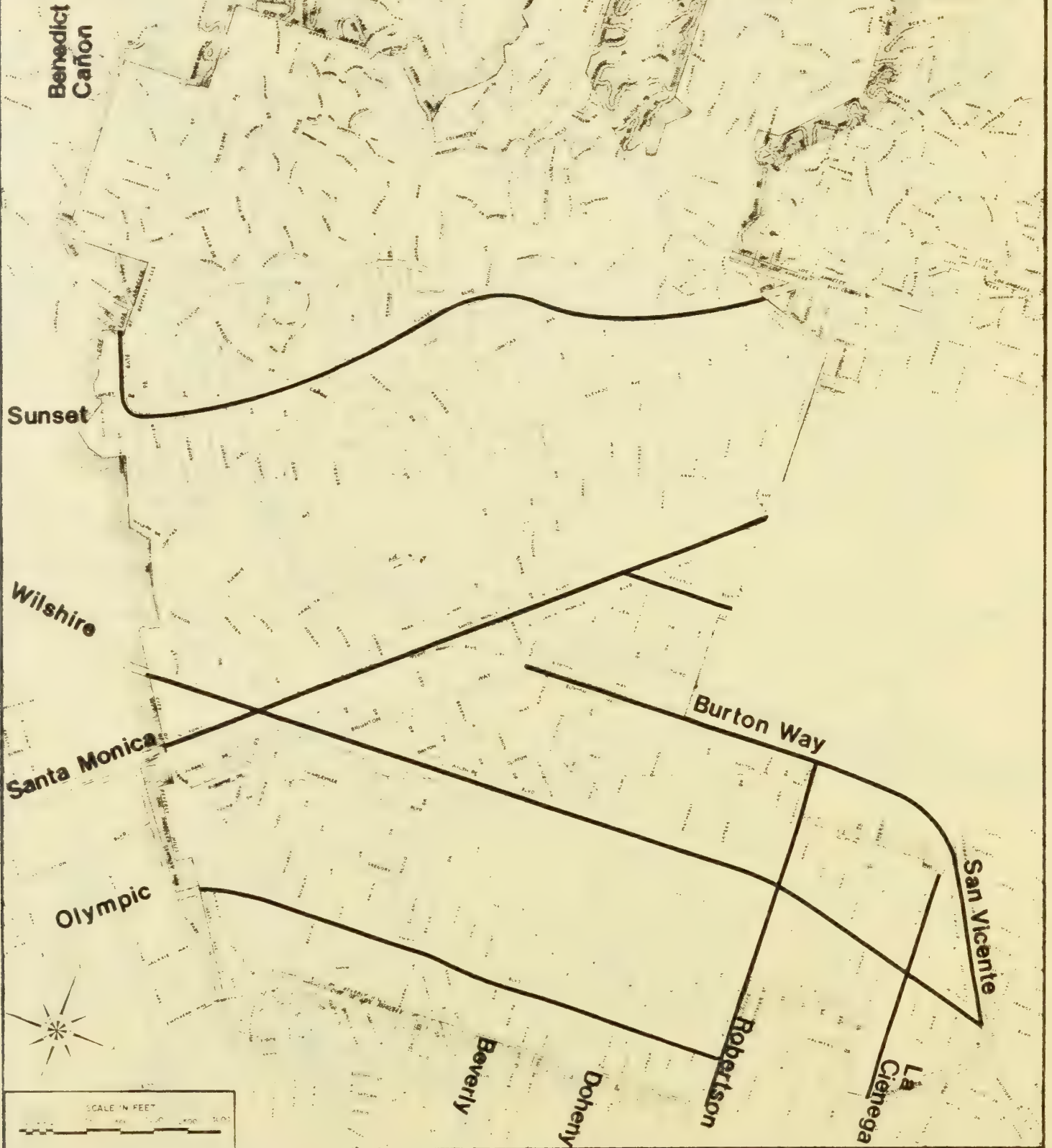


STREETS RECOMMENDED TO CONTINUE TO SERVE AS THROUGH TRAFFIC STREETS WITH TRAFFIC MANAGEMENT PLAN

DATE: April, 1977

Beverly Hills, Department of City Planning

Source: City of Beverly Hills, Department of Planning



Where important travel routes cross, bottlenecks develop. These can be treated only superficially unless major changes are made, such as the creation of grade-separated intersections. The Plan recommends consideration of the development of such intersections at the most critical places: Santa Monica Boulevard between Rodeo and Canon Drives, Wilshire and Santa Monica Boulevards, and Olympic and Beverly and Beverwil Drives. Although a major undertaking, it may be feasible to develop such grade separations without significant disruption to the surrounding area, thus permitting a freer flow of traffic through these intersections.

In cooperation with the City of Los Angeles, it would be well to consider developing Olympic and Pico Boulevards as one-way couplets between Downtown Los Angeles and the City Limits of Santa Monica. This would increase east-west traffic efficiency significantly and serve to relieve some of the demands upon Santa Monica and Wilshire Boulevards.

Street modifications to facilitate through traffic, where possible, should favor the east-west through-traffic movement, and efforts should not be made to facilitate or encourage north-south through traffic beyond that which currently exists on the canyon streets because of the demands upon residential areas and the difficulty of coordinating it with heavy east-west demands.

Historically, if the through movement were greatly facilitated, new development would be stimulated in surrounding areas. Although the City, by virtue of its location, serves a vital through-traffic function, it has no responsibility to relinquish its local character to stimulate surrounding development.

- b. Access traffic (traffic destined for and/or originating in Beverly Hills) should be restricted to the extent possible to "through traffic" streets as well as certain north-south streets. Access traffic is an integral function of the City in that it is the traffic generated by the City's residential and commercial areas. Since through traffic and access traffic tend to use the same streets, there is always the dilemma of seeking ways to improve access traffic without encouraging additional through traffic. (See Map 6.)

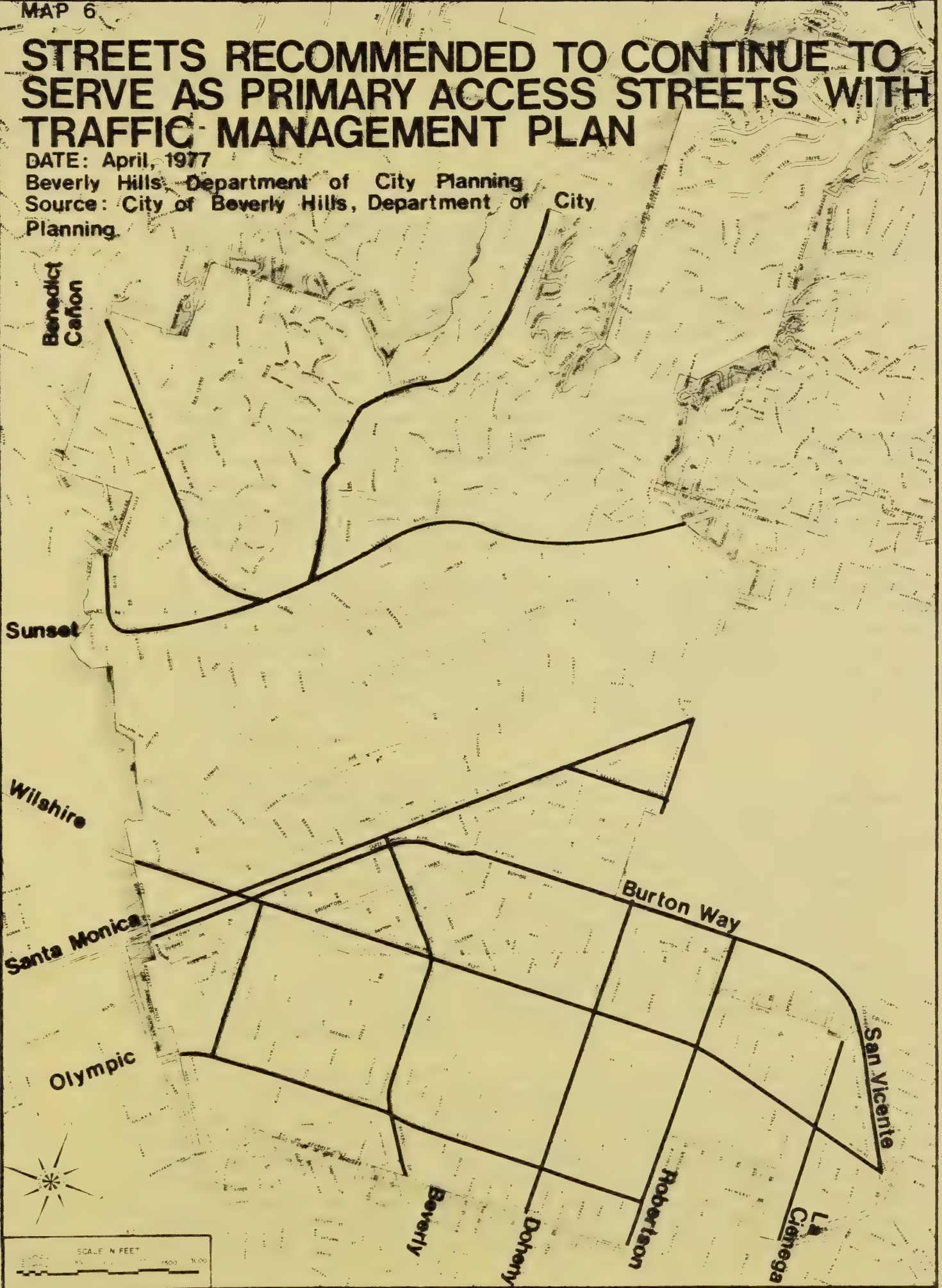
Access traffic reflects land use patterns within the City, and as such may be influenced by land use policies. Accordingly, the City, through its land use policies, maintains a degree of control over local traffic patterns. Since Beverly Hills is virtually completely developed, there are relatively few opportunities to influence traffic patterns through land use controls. The effect of traffic, however, must be considered in any changes in proposed land use in the future. (See Maps 3, 5, 6 and 7.)

STREETS RECOMMENDED TO CONTINUE TO SERVE AS PRIMARY ACCESS STREETS WITH TRAFFIC MANAGEMENT PLAN

DATE: April, 1977

Beverly Hills, Department of City Planning

Source: City of Beverly Hills, Department of City Planning



A good local access system should not only facilitate travel to or from a destination within Beverly Hills, but should provide easy parking at the destination. Accordingly, key destination locations such as the Business Triangle and other significant commercial areas must be supplemented with adequate, properly marked parking which ties the access routes to the perimeter of the destinations.

It should be noted that Wilshire Boulevard, especially through the Business Triangle, where it serves a complex series of functions, is shown predominantly serving an access and distribution function. Although it is a major east-west arterial, its primary role with respect to the needs of Beverly Hills is to serve the City's commercial areas during the peak, as well as off-peak hours. As a practical matter, however, Wilshire Boulevard has always served an important through-movement function and will continue to do so as long as a more attractive alternative is not available.

- c. As indicated earlier, the primary purpose of restricting through traffic to certain streets is to discourage the inflated use of residential streets which is caused by spillover traffic from heavily travelled adjacent streets. This policy implies a series of trade-offs in that it favors certain streets over others. Also, to some extent, it may constrain the ultimate automobile-carrying capacity of the City streets by virtue of removing certain streets from the inventory of available through streets.
2. As an integral part of a program to define priority functions of City streets and to modify them to serve these functions, a Traffic Management Plan for certain residential streets should be developed and implemented to preserve residential quality and environmental quality which contributes to the long-term stability and desirability of residential neighborhoods. Since the existing modified grid pattern in most parts of the community is conducive to the use of parallel streets for overflow traffic, a policy needs to be stated with regard to the desirability of this practice as a basis for planning policy. Although it is difficult to develop an objective measure of the severity of the problem in terms of its impact upon residential neighborhoods, it does reflect a trend which can be expected to intensify unless a conscious effort is made to reverse it. As such, it needs to be addressed at the present time.

The problem of through traffic on residential streets is typical of many cities as they evolve over the years as there are a variety of functions which streets are expected to perform. If the City were being designed today, business areas might be laid out like shopping centers with roads around the perimeter leading into consolidated parking areas; through streets might be laid out with minimum interruption by intersections, curb cuts, and pedestrian crossings so as to maintain maximum traffic flow; and, residential areas would be reached by streets designed to serve only the dwellings, such as via a loop road or a cul-de-sac.

This would result in a differentiation of traffic by characteristic types so that the purpose of traffic within an area is compatible with the character of the area through which it passes. Thus, it is necessary to study the street system which exists and find ways to make this system more accurately reflect the priorities and objectives of the community. In effect, Beverly Hills has only one network of streets, and each street is expected to serve the entire range of traffic functions, from local access to through movement.

Although this has implicitly been the priority in the past, there seems to be an increasing awareness of the futility and sacrifice which must be made by trying to accommodate the automobile at the expense of other values such as the sanctity and safety of a residential neighborhood.

Accordingly, the proposal represents a conscious effort to implement a change in policy. Until now, the primary purpose of the City streets has been to move traffic as quickly and as expeditiously as possible. The proposed traffic segregation plan attempts to articulate a policy which says that in certain areas, preservation of the character and integrity of the area is more important than the movement of traffic through the area. Beverly Hills has always maintained its identity as a residential community and such a policy should be reinforced and articulated in the plans of the City so that the City can continue to maintain the quiet neighborhoods insulated from the activity which surrounds them.

Hence, the Plan recommends that an overall policy be adopted to discourage through traffic which neither originates from, nor is destined for the residential areas of the community. There are two basic reasons.

First, traffic is disruptive to residential lifestyles which derive much of their neighborhood character as a result of their isolation from extraneous intrusions and from the fact that the street is a common area which unifies the neighborhood, rather than a barrier which divides two sides of a street. A typical example is a cul-de-sac in a residential subdivision in which the street frequently serves as a paved area for ballgames and wheeled toys. The greater the casualness with which the street is used by residents for walking, meeting, or children's games, the more durable the neighborhood is likely to be as a desirable residential enclave. The greater the traffic, the greater the problems of security and anonymity, as residents are forced to retreat to their individual yards and yield the street to transient vehicles.

Second, any attempts to alleviate traffic problems by allowing more and more streets to siphon overflow traffic is a losing battle unless basic changes are made in the region's transportation system. At the present time, therefore, no concessions should be made to provide short-term solutions at the expense of the sanctity of residential neighborhoods.

In such a Management Plan, which has also been referred to as a Traffic Segregation Plan, traffic is categorized by type (different origins

and destinations) and then diverted accordingly, so that local streets serve primarily local access traffic, while medium and long haul traffic is carried by major streets and boulevards.

There are various types of management schemes which vary according to the degree to which through traffic is to be discouraged. If local streets were to be used exclusively for access traffic, a scheme of cul-de-sacs and loop streets would make it impossible for nonresidential traffic to travel through the area. On the other hand, if through traffic were not likely to be a significant threat to a neighborhood, a scheme of traffic diverters could be devised which would discourage, but not preclude, through traffic.

For the purposes of the Plan, there are three degrees of traffic management concepts which can be achieved. The applicability of a particular type to any given situation depends upon the severity of the problem, the adaptability of the specific neighborhood to any particular solution and the effect such a solution would have on adjacent through streets. In actuality, they are all variations on a basic scheme. (See Map 8.)

- a. A complete traffic management solution, in which all through traffic would be limited only to streets which circumvent prescribed neighborhoods. Local traffic could only gain access from one side of the neighborhood and thus there would be no possibility of through traffic. An example is a neighborhood with only cul-de-sac streets.
- b. A traffic disruption solution which combines the closure of certain streets using cul-de-sacs and some traffic diverters to disrupt other traffic routes. This solution might be applicable to neighborhoods in which through traffic is an annoyance rather than a pressing problem and would not necessarily eliminate through traffic but would tend to discourage through traffic.
- c. A traffic diversion solution in which traffic diverters would be installed to impede through traffic flows but not to preclude through traffic. Through traffic would be possible and access from all sides would be available to residents, but it would discourage unnecessary travel in the area.

Obviously, a Traffic Management Plan is designed to put bypass traffic back on the main streets, and as such, would place additional strain on certain streets. Some of these streets may require modifications to accommodate increased loads and while certain problems may be mitigated, it is not likely that through traffic problems will be eliminated. It must be reemphasized, however, that the primary purpose of a Traffic Management Plan is not to facilitate the passage of vehicles, but to enhance, preserve, and protect residential neighborhoods.

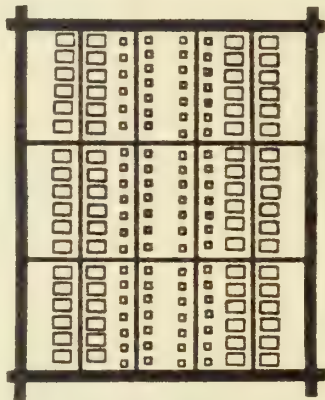
TYPES OF TRAFFIC MANAGEMENT SYSTEMS

DATE : April, 1977

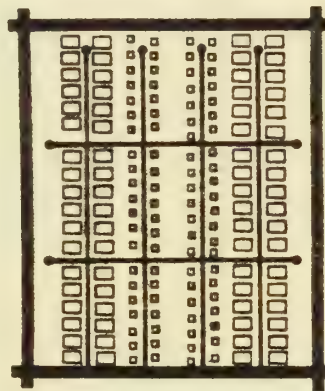
Beverly Hills, Department of City Planning

Source : City of Beverly Hills, Department of City Planning

Existing System



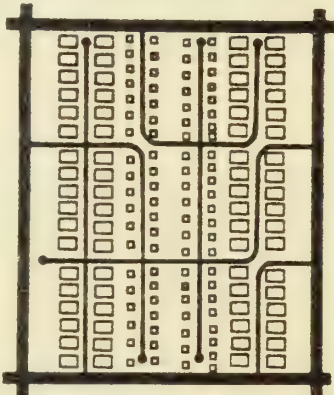
Complete Traffic Management System



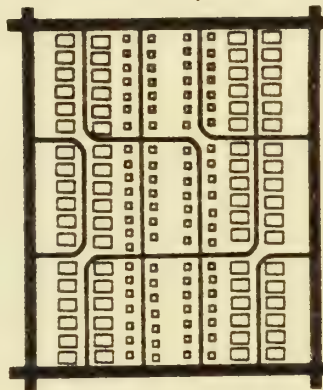
LEGEND

- MAJOR STREET (THROUGH STREET)
- LOCAL STREET
- CUL-DE-SAC
-) (TRAFFIC DIVERTER
- APARTMENT HOUSE
- SINGLE FAMILY HOUSE

Traffic Disruption System



Traffic Diversion System



Source: Department of City Planning, April, 1977.

If a Traffic Management Plan were implemented which restricted the use of certain streets so that fewer streets would carry the traffic now being carried by many, it would probably be necessary to reinforce the program with certain modifications in order to compensate for the loss of available streets. The magnitude of change cannot be determined until the type of Traffic Management Plan is selected.

2.2. Parking.

Since the development of new parking resources is a time consuming process, it is important to set it in motion so that it is responsive to situations before they are of crisis proportions; accessible parking in adequate quantities is not merely a convenience; it is a utility, necessary for the support of other functions.

The types of parking which need to be addressed may be characterized as follows:

1. Commercial Areas.

a. Business Triangle.

This area should be viewed as a unit, in which parking is provided to conveniently serve the Triangle as a whole rather than each individual use within it. Although larger, more intensely used facilities should be required to provide their own parking, smaller facilities should be encouraged to provide some or all of their parking in centrally located parking facilities toward which individual commercial establishments contribute via an in-lieu program or on an assessment basis. The City would then assume the responsibility to develop these common facilities, so that they are strategically located to minimize vehicle travel in the Triangle and are convenient to commercial destinations, and are capable of expansion, so as to serve long-term needs.

Several detailed plans for expanded parking facilities have been developed over the years. It would be appropriate to update these into a specific program for future acquisition and expansion, as needed. This should include consideration of acquisition and possible leaseback for commercial purposes so that such parcels may be available as long as 25 years before they are needed.

An important ancillary problem is the issue of parking confusion and frustration which results from having many different types of parking (e.g., on-street, behind stories, below grade, above grade, surface lots, short-term, long-term, validated, not validated) and the driver must seek parking without knowing what is most suitable or available. This increases the traffic problems, through unnecessary cruising, and frustration levels are exceeded as the driver goes through a random process of elimination in search for a parking space. This is further exacerbated by the fact that parking facilities are not always obvious to the driver and the sign require-

ments should be reviewed to see if the standards in use meet the requirements of the driver as well as they serve the pedestrian. As an aside, it should be noted that the all-day parker, if permitted, would be the major user of municipal parking facilities. This due partly to the advantage the all-day parker has as a result of familiarity with the parking situation.

The overriding short-range concern, therefore, should be refinement of the complex parking situation so that it is simple and easily comprehensible to the short-term visitor, who is not concerned with the subtleties of parking, but needs to be able to easily drive to the Triangle and park without having to give careful thought in advance. This is a difficult, but most important task, since in absolute numbers, there are substantial existing parking opportunities available.

As an additional opportunity, the City should continue to investigate the feasibility of simplifying the parking system by developing a shuttle loop system which would increase reliance upon a few well-identified parking facilities in key locations and carry visitors, both shoppers and employees, to their destinations in the Business Triangle.

This should include exploration of a fixed guideway system, as well as a bus-type alternative. In addition, the desirability and feasibility of a jointly-developed system which serves both Century City and Beverly Hills should be explored.

The ultimate objective of a functional parking program for Beverly Hills is simplicity. The shopper should be able to comprehend the system without having to learn the details and subtleties in order for the system to work.

Several guidelines may be useful:

- 1). Destination parking, (e.g. "parking for Rodeo," or "parking for Camden," etc.) should be pre-identified, such as is done at Los Angeles International Airport, and then the driver should be guided to destination parking by means of a simple, clearly visible system.
- 2). Parking should be uniformly administered, (ideally at no direct cost to the consumer) either through total participation in a validation program, or through an assessment-type charge to businesses.
- 3). Curbside parking should be the City's basic high-turnover, short-term parking resource. Such parking is required in virtually all commercial areas for drop-offs or pickups. If all curbside parking were short-term, it would simplify the distinction between the purpose of on-street and off-street parking.

- 4). Other operational considerations which serve both to simplify the parking situation and increase the utilization of off-street parking facilities for shoppers and visitors, such as valet or attendant parking should be available on a subarea basis for all stores in these areas rather than on an individual store basis in those areas in which it will be used.
- 5). Efforts to increase the utilization of existing parking facilities for customer parking will result in continual displacement of employee parking from centrally located facilities. The lots along Crescent Drive are currently the basic holding reservoir which can be made available for employee vehicles. It is necessary, therefore, to explore expansion programs which may utilize the Crescent Drive lots as well as other parking facilities which may be accessible to other sections of commercial areas where this may become a problem, and to develop methods to transport employees to job destinations as needed.

b. Other Commercial Areas.

There will always be the problem of spillover parking onto adjacent residential areas as long as on-street parking in these areas represents a cheaper, readily accessible, alternative. This problem also exists with respect to intensely developed uses outside the City which abut the City's boundaries.

Generally speaking, all-day parkers are more resourceful than short-term parkers, as they tend to know the area better and are willing to walk farther.

The best solution, of course, is adequate, easily accessible on-site parking at minimal or no out-of-pocket cost to the all-day parker. To the extent this can be encouraged, it would alleviate the problem. Since this alternative is frequently not available, it must be supplemented with additional parking facilities, which the City may initiate, using such devices as assessment or in-lieu sub-districts, and through regulations which discourage on-street parking in residential areas. In addition, the use of a traffic segregation program in these areas could reduce the convenience and accessibility of on-street parking in residential areas.

2. Residential Areas.

Certain older multiple-family residential areas (and to a lesser extent, older single-family neighborhoods south of Santa Monica Boulevard) are not able to accommodate parking on the site the residence is located. The response to this situation has been to identify these areas and to permit overnight on-street parking. It may also be appropriate to explore the possibility of acquiring occasional parcels within these areas for centrally located parking for residents and their guests, and financing the cost and operation using such devices as assessment sub-districts. This alternative should be explored for feasibility as well as for a determination of how such sites can be designed and lighted so that they may be integrated into the surrounding areas.

3. Covenant Parking.

The current practice of permitting off-site parking under certain conditions, that is, parking on a site other than the site upon which the facility requiring the parking is located, has been an additional resource over the years. During this period, a body of experience has been gained which indicates that infringements may make the program more effective. The basic weakness in a covenanted parking program is that when parking thus provided is not the most convenient alternative available, other more accessible parking becomes its parking resource.

The covenant parking system breaks down when parking thus provided is not the most convenient alternative available to the parker. In these cases, instead of using the covenanted parking, the visitor will use nearby residential street parking, cheaper private parking, or whatever alternative is more attractive.

It is recommended, therefore, that covenanted parking be designed so that it will be used, rather than merely be available for use. Criteria should recognize such factors as location of the use, type of use, relationship between the use site and the parking site and whether or not on-street parking permits would be available to residents in certain areas.

2.3. Parking and Loading.

The City's Code requirements should be reviewed with respect to parking and loading requirements.

- At the present time, the Code makes relatively few distinctions which recognize different parking demands of various uses. This has generally provided the desirable result of interchangeability among uses, so that when a commercial use vacates a structure, a different type of use may take over the structure.

A uniform parking requirement for similar uses is the most practical method for a code which requires on-site parking as it recognizes the practical difficulty of having to rebuild the structure to provide a different amount of parking each time the use changes.

There are, however, instances in which the parking demands of particular uses are vastly different and distinctions are necessary. Current codes already make distinctions for parking purposes among such uses as general commercial uses, restaurants and places of assembly. In addition, certain parking exemptions are provided for certain uses, such as restaurants with less than 1,000 square feet of floor area.

These internal adjustments within the Code have been effective, but the result has tended to be that certain types of uses breed similar uses

as successors to the property, so as to qualify for "grandfathering" with respect to the parking requirement, while other uses are designed in accordance with the exemptions, so as not to have to provide parking.

This situation should be reevaluated so that land use decisions are made as a result of land use policies, rather than parking requirements.

There are several avenues available to achieve this objective:

- a. In certain areas of the City where an In-Lieu Parking Program or an assessment district type of program might be available, it would no longer be necessary for constraints of on-site parking to dictate parking policy, and
 - b. If the City were to incorporate, as part of its zoning code, an activity classification system which groups land uses by similar characteristics, it would facilitate the control of land use types directly.
- Current off-street loading requirements are determined by the size of the non-residential structure, with a minimum requirement of one loading space per structure. Although this assures that every new structure will have off-street loading facilities, the implication and the cumulative effect of such requirements should be evaluated.

In areas where small stores are concentrated, this requirement can consume a significant amount of grade-level sales area and further complicate circulation in the alley without adding a significant resource. Many deliveries are in fact multiple deliveries for which a delivery vehicle stops only once in an area and distributes to several stores using a handcart. In addition, many small loading docks become collection areas for trash and are another location for parked cars.

The underlying question is whether or not this is the most effective or efficient method for small stores and for the long-range function of the alleys. In some areas in which a series of small stores are deficient in individual loading facilities and are served with a common alley, the feasibility of consolidated loading facilities strategically located and reserved exclusively for loading, should be explored. In cases where this alternative is desirable, the individual loading requirement may not be needed if small stores were to rebuild. There may be no practical alternative to the current practice, but policy with respect to the future of alleys and the efficient utilization of sales area should not be unnecessarily constrained by loading requirements.

2.4. Role of the Alleys.

With the major exception of the area east of Robertson Boulevard and parts of the area north of Sunset Boulevard, the City is fully served by alleys which traverse midblock and provide rear service to the City's residential, commercial and industrial parcels. These alleys play an important and complex role in the structure of the City.

By virtue of serving as the primary network for utility locations, trash removal, loading and unloading facilities, alternate emergency access, they vastly simplify the function of the streets and permit a higher degree of efficiency and visual quality along the streets. They also provide an additional buffer between parcels so as to further insulate incompatible uses and development.

For the most part, the issues with respect to alleys are:

1. An ongoing upgrading and maintenance program which will assure that a rotation system for routine replacement and repair will avoid the need for major unforeseen capital outlays. (A similar program should be concurrently explored with respect to sidewalks.)
2. A program for widening and realignment of the alleys as recommended in the Master Plan of Streets Study. This proposal calls for dedication of additional alley right-of-way to better enable the alleys to serve their intended function. This is an important implementation tool which would serve as a development guide. Due to its specific nature, however, it should be adopted separately from the City's General Plan, and modified as specific circumstances dictate.

In commercial areas, however, there is the additional concern for alley relocation and/or closure, which may be desirable in conjunction with specific development proposals. As important as they are, the existence of the alleys should not preclude consideration of proposals which would alter them if satisfactory alternate services would be provided. In certain instances, development proposals which would utilize the alley may provide a type or quality of development or access which better serves the City's objectives and as such, should be considered. Such development proposals might include alley closure which would permit unified development across an entire block or permit safer street access, or use of the alley as part of a landscaped pedestrian plaza or mall, or relocation of an alley of a more functional arrangement of structures or possible consideration of the space above or below the alley for parking purposes.

2.5. Triangle Pedestrian Plan.

As a part of the forthcoming Business Triangle Precise Plan, a preliminary proposed pedestrian system and pedestrian amenity concept plan has been developed for the Business Triangle.

1. Background.

In the past, pedestrian systems within the Business Triangle have been explored, but never developed. The most comprehensive of these was described in the 1965 General Plan, and it was to be composed of three basic parts:

- a. A superblock, free of vehicles, developed by closing the streets and alleys in the area generally bounded by a new street midblock between "Little" Santa Monica Boulevard and Brighton Way, Canon Drive, Dayton Way, and Rodeo Drive.
- b. Pedestrian plazas (with underground parking) created on the two Triangle blocks along Wilshire Boulevard: one at Rodeo Drive and Dayton Way and a second at Bedford Drive and Brighton Way.
- c. Portions of several streets or alleys or parking lots were to be closed and developed into pedestrianways, including Brighton Way between Crescent and Canon Drives, and "Little" Santa Monica Boulevard between Crescent and (approximately) Beverly Drives.

In 1973, the Citizens Report proposed the development of "pedestrian amenities" such as street closures or widening and enhancement of sidewalks. No specific plan was developed by the citizens although they did state that the entire area should be developed similarly and not in a piecemeal manner.

2. Proposal.

The goals of the proposal are twofold. The first is to develop a more pleasant, safer environment for the pedestrian and the second is to lessen walking distances between parking facility and destination.

The type of solution proposed in 1965 represents an ultimate or ideal design for a pedestrian-centered shopping plaza. It would probably have been how the "village center" was designed if it were planned as a regional shopping complex from the beginning. In order for such a design to work, it must be designed for a continuous flow of pedestrian traffic, easy access to parking and well served with a network of surrounding access roads. Unfortunately, existing development patterns serve other, equally important needs which are mutually exclusive. Accordingly, if a plan such as was proposed in the previous General Plan were to be achieved, it could only be in stages which are carefully phased to solve the

problems of through traffic which requires the streets of the Business Triangle, access traffic which uses the streets to reach parking destinations, service and delivery vehicles and similar needs. A first stage, however, which would greatly enhance pedestrian access and movement and which could be integrated into a total overall concept in the future is proposed as follows:

- a. Alley conversions to pedestrian plazas should be encouraged in conjunction with rear entry to stores, but stores should retain their primary orientation toward the street. Several alleys are conducive to development as pedestrian plazas providing a second access to stores from the rear. An example is the alley between Rodeo and Beverly, Brighton Way and Santa Monica Boulevard. A showcase should be developed in a section of alley to demonstrate how such a facility could be imaginatively created which, through the use of such amenities as paving bricks, landscaping, new facades to the rear, sitting and display areas, would provide an alternative to the typical street frontage. These would then function as quiet areas, conducive to such activities as outdoor music or dance performance, art exhibits and children's play, which would complement and enhance the spirit of the area.
- b. Sidewalks should provide the basic network to carry pedestrian traffic. Sidewalks should continue to carry most pedestrian traffic since they provide the network which serves the entire Triangle and are sufficiently wide to accommodate foot traffic even at noon and at Christmastime.

There are situations which tend to cause sidewalk congestion in Beverly Hills: 1) Clusters of newsracks which constrict the width of sidewalk available to pedestrians; and 2) construction sites wherein a part of the sidewalk is used for a barrier. The latter situation is temporary and is subject to control, while the first situation is discussed below in 3.

- c. Pedestrian amenities should be developed and coordinated along the sidewalks to enhance the pedestrian trip. Presently, there are few pedestrian amenities other than storewindow displays and the liveliness generated by the presence of other shoppers. However, the pedestrian's journey could be vastly improved by the development of benches, extensive landscaping, and by the improvement in appearance of newspaper racks, trash containers, and signs. Specifically:
 - 1). Expansion of sidewalks in part to accommodate benches, plants, newsracks, and trash containers. Although the City has taken measures to assure proper placement of newsracks, additional efforts to improve the quality of design should be pursued.

In addition, there may be opportunities to convert excess right-of-way which is currently in vehicular use, but which is not needed, to such pedestrian enclaves. In conjunction with the Master Plan for Streets, opportunities for such conversion may exist on the north side of Wilshire at such intersections as Crescent, Rodeo and Linden Drives.

Each unit would be integrated and would become a basic element of the street furniture, such as those now on State Street in Santa Barbara. They ought to be designed in a contemporary style befitting Beverly Hills as the Mexican motif of Santa Barbara is inappropriate for Beverly Hills.

- 2). In addition, the sign ordinance should be reviewed so as to unify the streetscape through compatible colors, height and typeface and should distinguish between signs to be viewed by pedestrians and drivers. The code might also consider the different character of individual streets and provide the opportunity to reinforce the unique qualities of each street.
- d. Pedestrianways should be developed to shorten distances between parking facilities and commercial destinations. At the present time, important parking facilities are designed primarily to serve the streets upon which they face, and although they are conveniently located with respect to surrounding areas, access is not encouraged. Midblock pedestrianways should be attractively designed and spacious so they will be well used. In this manner, existing parking facilities become instantly accessible to stores on Rodeo which lack adequate parking. A survey of the Triangle indicates that there are several locations where meaningful pedestrianways could be developed now or in the near future.

In conjunction with this, a midblock pedestrian street crossing should be developed to encourage safer crossings and better use of the pedestrianways. Where possible, the crossing should be located in conjunction with pedestrian amenity sites which displace curbside parking, thereby lessening the pedestrians' walk in the street itself.

- e. Encourage the private sector to increase pedestrian amenities in setbacks. Many opportunities exist on private property to develop pedestrian amenities (benches, landscaping, etc.) on privately owned open spaces such as those located on the northwest corners of Wilshire Boulevard and Crescent Drive, or on the grounds of the new Wells Fargo Bank Building. It may be appropriate for a joint study effort between the Architectural Commission and the Chamber of Commerce to explore the feasibility of such a program.

- f. Encourage development of interconnected pedestrianways and plaza-type spaces in conjunction with the private sector. The proposals contained in this plan should be reviewed as an initial step in the development of a larger network which joins commercial activities with parking facilities by expanding opportunities for outdoor activities and exhibits, children's play areas and sitting areas and the development of park-like settings of distinctive atmosphere.

Coordinated design of individual structures should be encouraged through specific design concepts for subareas of the Business Triangle and opportunities for implementation should be explored using incentives, cooperation, regulation and any other mechanisms which can be made available.

The City ought to encourage private developers to create pedestrianways on private property. The major way to achieve this goal is to establish a bonus system with advantages for them. However, it is unclear what the developer would receive in return. The route system would have to be coordinated by the City.

- g. In the long run, it is desirable for the City to consider developing grade-separated pedestrian and vehicular circulation systems which do not conflict with each other. It may be appropriate to begin such a system at the more critical locations, such as across Wilshire Boulevard in the Business Triangle.

3. PERSONS/AGENCIES CONTACTED (Partial List).

Beverly Hills Department of Building & Safety.
Beverly Hills Department of Public Services.
Beverly Hills Department of Traffic & Parking.
Beverly Hills Water Department.
Los Angeles County Air Pollution Control District.
Southern California Edison Company.
Southern California Gas Company.

CIRCULATION ELEMENT EIR: SUMMARY

The Environmental Impact Report on the proposed Circulation Element of the Beverly Hills General Plan isolates several significant impacts that would occur if the Plan were implemented.

1. Vehicular circulation would be improved.
2. Parking ingress-egress would be facilitated.
3. Pedestrian circulation in the Business Triangle would be improved.
4. Because of the Traffic Management Plan, the general ambience of most residential areas south of Santa Monica Boulevard would be enhanced.
5. There would be an expenditure of capital and labor to implement the Plan. (The amount is undetermined.)

Except for 5., above, none of these are viewed as adverse impacts. Until the completion of a costs study for all parts of the General Plan, the impact of Item 5. cannot be determined.

Both the proposed Plan and the EIR find that full implementation of the proposed Plan would not solve all circulation problems. However, the proposal is generally more advantageous than other alternatives considered, such as no-project or a project without a traffic management plan.

4. ENVIRONMENTAL IMPACT REPORT.

4.1. Introduction.

As of December 17, 1973, all general plan elements that are to be individually adopted must have an environmental impact report as part of the adoption process. This action was taken pursuant to Division 13, Chapter 2.6., Section 21083 of the Public Resources Code. This portion of the document, therefore, analyzes the environmental impacts that are likely to occur if the Circulation Element were adopted and implemented.

4.2. Project Description.

4.2.1. General.

The Circulation Element identifies circulation and transportation issues and objectives, recommends a circulation pattern and transportation solutions that are in accordance with these issues and objectives, and functions as an outline for implementing the proposals.

Succinctly, the issues and objectives identified in the Element included the following:

- Regional transportation network directly affects Beverly Hills. The Element stresses the fact that Beverly Hills is located in a densely developed part of Los Angeles County and that the City is traversed daily by vehicles which are neither destined for nor originate in Beverly Hills. In large part, Beverly Hills' traffic pattern is intimately related to that of the region and does not function independently.

This situation is compounded by several factors, according to the Element:

- Beverly Hills' streets "provide limited opportunities for all the trip demands made upon it." The original street pattern was not designed to carry such large traffic loads as now exist. Widened streets would disrupt the basic nature of the community and as an overall solution has consistently been considered contrary to the City's objectives.
- No limited access roadway exists to carry through traffic. Thus, through traffic must use local streets and therefore many streets serve several functions, which, in certain instances, may be conflicting. For example, through traffic on Wilshire Boulevard, a major east-west traffic carrier in the Business Triangle, conflicts with pedestrian and access traffic destined for, or originating from the local commercial facilities along the street.
- The Element notes that "a fully developed city such as Beverly Hills has conflicting needs." In the area of circulation it cites the often-proposed freeway as an example in which environmental concerns are in conflict with

traffic needs. As a result, the City formulated a policy against the free-way but the traffic remains a problem.

- Access traffic opportunities (traffic destined for and/or originating in Beverly Hills) should be improved, according to the Element. The goal of this facilitation is to provide easy access into and out of Beverly Hills. By looking at the solutions proposed in the Element, however, the following can be deduced: Access traffic does not flow efficiently for two reasons. First, access and through traffic compete for use of the major thoroughfares, which greatly complicates the traffic patterns and results in a slowdown of traffic flow. This is based on a discussion contained in the Element regarding the need to "define priority functions" of City streets and to modify them to better serve these functions.

Secondly, the street pattern was not developed for the volume of traffic that now uses it. This affects through traffic as well as access traffic.

4.2.2. Parking.

Parking, especially in commercial areas, is the cause of several problems. As with access traffic, parking issues are identified but not quantified in the Element. However, the Element concludes that parking in many areas of commercial or office use is either inadequate or is perceived as being inadequate.

The Element clearly discusses various parking issues. These include the following:

- In the Business Triangle, the shopper often experiences "parking confusion and frustration" due to the different types of parking, such as on-street, below-grade, surface lots, public lots, etc.
- In most R-1 and R-4 areas adjacent to commercial areas, spillover of on-street parking occurs.
- In older R-4 areas, there is often a lack of off-street parking facilities sufficient to meet current needs and/or Code requirements. (Because of Beverly Hills' prohibition on overnight parking and spillover from adjacent areas, this presents a problem.)
- Covenant parking, a procedure that allows an establishment to meet its parking requirements by providing off-site parking that meets certain conditions, is both an asset and a liability to the community. The primary debit, according to the Element, is that "when parking thus provided is not the most convenient alternative available, other more accessible parking becomes its parking resource." That is, the parking provided is not always used or is not well-used. Hence, parking for the establishment occurs elsewhere and therefore puts a strain on parking facilities not designed for this purpose.

4.2.3. Parking and Loading Requirements.

Generally, the Code makes few distinctions between the parking requirements for different types of uses, so that there is opportunity for interchangeability of occupants of commercial facilities without the need for additional parking. (Such changes in occupancy are typical in Beverly Hills.) However, there are restrictions against converting from a less intensive use to a more intense use, such as from a retail store to a restaurant. The degree of interchangeability indirectly influences land use policy and as such needs to be carefully evaluated.

A second issue involving loading requirements is that the Code requires a loading dock for each structure. In some areas, this requirement, according to the Element, "can consume a significant amount of grade-level sales area and further complicate circulation in the alley without adding a significant resource." Thus the requirement may be unnecessarily restrictive without conferring an equivalent benefit.

4.2.4. Alleys.

The Element proposes a program to upgrade and maintain alleys although it does not attempt to quantify the need. Recommended are:

- Upgrading, i.e., streetlights, new paving, etc.
- Widening and realignment in certain areas, as per the Master Plan of Streets. (In R-4 and C-3 areas, the alleys are too narrow to accommodate the volume of traffic and to allow for turning movements of delivery trucks and/or residents entering into or exiting from their garages.)
- In commercial areas, they could be an asset to accommodate pedestrian traffic.

The Element proposes a variety of recommendations to solve circulation problems, including a Traffic Management Program, the need to develop methods to coordinate land use with road improvements so that streets do not become overburdened by new development, etc. These are noted in Section 4.3., Impacts.

4.3. Impacts.

4.3.1. General.

The adoption of the Element will not have any direct impacts. There may, however, be secondary impacts, i.e., impacts from construction that would be influenced by the contents of the Element, if adopted.

4.3.2. Significant Impacts.

Significant impacts would occur if the Element were adopted and if construction occurred in accordance with it:

1. Circulation.

- a. General. Vehicular circulation would be improved. By isolating traffic by type (through, access, local), streets function more efficiently and therefore circulation is improved. However, the Element tends to be cosmetic, in that it will not solve the problems but will alleviate them. Thus, circulation problems would continue: congestion, ingress/egress to the City, legibility of signs and orientation (i.e., perception of place), etc., although the problem level may be lessened.
- b. Parking. Parking would be marked so that motorists could easily find parking destinations. Additional parking may be required to insure abundant, problem-free parking on most days of the year.
- c. Pedestrian circulation. In the Business Triangle, pedestrian walkways should be developed between shopping and/or employment destinations (e.g., Rodeo Drive, Beverly Drive) and parking lots and structures to reduce walking distances and to discourage unnecessary use of the auto.

2. Traffic Management Plan.

- a. General. Preserve R-1 and R-4 neighborhood environmental quality along the more heavily travelled streets south of Santa Monica Boulevard by discouraging traffic not destined for nor originating in residences within the neighborhood.
- b. Specific, related to neighborhoods.
 - Improve the environmental quality by reducing traffic, thereby lowering noise and air pollution levels and increasing safety levels.
 - Remove perception of street as a barrier which divides the residences on either side, and encourage use of street for pedestrian and recreation activities and to serve as a focus for the homes along it.
- c. Specific, related to nonneighborhood areas. Increase in traffic loads on major streets surrounding neighborhoods due to displacement of traffic from residential streets. Although such increases may be expected to occur, they would not be expected to occur in proportion to the numbers of vehicles that would be displaced, as vehicles whose origin and/or destination were not in Beverly Hills would seek alternate routes if such local streets were no longer available and there were no advantage to using the major thoroughfares.
- d. Tertiary impacts.
 - Could benefit some commercial establishments by increasing exposure.

- Could cause economic decline if congestion perceived as unacceptable.
- Could enhance retail sales by discouraging use of auto once shopper were in area, thereby increasing walking and multiple store shopping or impulse buying.

Note: Detailed EIR should be prepared as needed as specific project plans are proposed.

3. Economic/financial. Expenditure of capital and labor, especially as related to the Traffic Management Plan. (A Plan has not yet been developed, and thus costs cannot yet be estimated.)
4. Land use. Some of the impacts upon land use were noted in the "Tertiary Impacts" section on the previous page. Others were noted in "Circulation" on the previous page.

4.4. Adverse Impacts and Mitigation Measures Proposed.

4.4.1. Lack of "complete solution" for circulation problems.

Mitigation measures proposed are as follows. Clearly, additional analysis is needed to ascertain any other impacts, if and when any of these possible plans comes to fruition.

- Tunnel. Remove the conflicts created by through traffic by developing a set of tunnels under Beverly Hills, thus encouraging through traffic to use them. Although proposed only for Santa Monica Boulevard, they could be under one or several of the major through traffic streets, e.g., Wilshire, Olympic, and Robertson Boulevards and Beverly, Benedict Canon or Doheny Drives.
- Grade-separated intersections. To relieve some bottlenecks, develop grade-separated intersections so that traffic along one street is not required to stop for cross traffic. The Element proposed that consideration be given to such development at the following locations: Sunset Boulevard at Benedict Canon and Beverly Drives; Santa Monica Boulevard between Crescent and Camden Drives; Olympic Boulevard at Beverly and Beverwil Drives; and Wilshire Boulevard at Santa Monica Boulevard.
- Development of Olympic-Pico one-way couplet. The Element suggested study of the possibility of developing Olympic and Pico Boulevards as a one-way couplet.

4.4.2. Increasing traffic loads by displacing traffic from R-1 and R-4 neighborhoods south of South Monica Boulevard.

Mitigation measures proposed:

- Widening some streets.
- Restriping some streets in minor ways.

4.5. Adverse Impacts That Cannot Be Avoided.

- Incomplete solution to circulation problems due to lack of local control over the factors which create traffic problems.
- As a result of the Traffic Management Plan, increasing traffic loads on certain streets by displacing traffic. (Probable but extent not known.)

4.6. Alternatives to the Proposed Action.

4.6.1. Develop one of the alternatives espoused now or in the past.

This alternative is not feasible because support has been withdrawn from each by the sponsoring agency. Secondly, none is a real solution for the circulation problems of Beverly Hills. They deal primarily with Santa Monica Boulevard, which is just one part of the problem.

- Freeway. The Beverly Hills City Council was opposed to the development of the so-called Beverly Hills Freeway because of the environmental decay that would result. However, if constructed, the Freeway would have removed most through and some access traffic from the existing streets. This would have improved circulation in general. The State has now removed the Freeway from its master plan.
- CalTrans' 1976 Plan. CalTrans developed a set of solutions designed to expedite traffic along Santa Monica Boulevard without using the Freeway alternative. The plan called for redevelopment of the Santa Monica Boulevard/Melrose Avenue/Doheny Drive intersection and development of North and South Santa Monica Boulevards into a one-way couplet between Thayer Avenue and the Beverly Hills city limits. (The first project was completed. The second was not started because of lack of funds.)
- Rapid transit. Various rapid transit proposals have been developed and most include a station in Beverly Hills, located on an east-west line linking Downtown Los Angeles and Santa Monica.

4.6.2. Without Traffic Management Plan.

Does not achieve in the best way the City's goals of long-term stability.

4.6.3. No project.

Probably would not meet requirements under the Government Code, unless the 1967

General Plan is considered a satisfactory alternative.

4.7. Relationship Between Local Short-term Uses of Man's Environment and the Maintenance and Enhancement of Long-term Productivity.

By encouraging long-term stability, the Element proposes long-term investment rather than continued intensification of problems and subsequent environmental deterioration and the resulting requirement of public investment to counter obsolescence and blight.

4.8. Irreversible Environmental Changes Which Would Be Involved in the Proposed Action Should It Be Implemented.

The following irreversible changes would occur to the environment if the recommendations of the document were implemented.

4.8.1. Different ambience in R-1 and R-4 areas south of Santa Monica Boulevard.

Because of the Traffic Management Plan, some cars would be removed from R-1 and R-4 streets resulting in a perceptibly different environment. It would increase the environmental quality of these areas by lessening levels of air and noise pollution and by increasing levels of safety.

4.8.2. More crowded through streets.

Because of the Traffic Management Plan, the through streets would become more crowded if existing citywide traffic patterns remain. This would lessen the environmental quality on through streets by placing more vehicles on them. (The impacts to access streets are uncertain.)

4.8.3. Less air pollution generally.

The Element would, if implemented, probably result in less air pollution. Through and access traffic would move through Beverly Hills at faster speeds, thus spending less time in Beverly Hills and, as a result, polluting the air less.

4.9. Growth-inducing Impacts.

The Element specifically attempts to control growth by not increasing the traffic-carrying capacity of the streets. Further, it proposes that other jurisdictions control traffic by regulating land uses, i.e., the Element stresses the interrelationship between the two factors.

5. COMMENTS ON DRAFT CIRCULATION ELEMENT ENVIRONMENTAL IMPACT REPORT.

One comment was received. It is reproduced in its entirety, starting on the following page.

CITY OF LOS ANGELES
CALIFORNIA

DEPARTMENT OF TRAFFIC
ROOM 1200, CITY HALL
LOS ANGELES, CALIF. 90012
485-2265



CITY TRAFFIC ENGINEER
S. S. (SAM) TAYLOR

IN REPLY PLEASE GIVE
OUR REFERENCE

TOM BRADLEY
MAYOR

February 3, 1977

CWP 77-112
Beverly Hills

Mr. Nicholas Romaniello, Secretary
Environmental Review Board
City of Beverly Hills
450 N. Crescent Drive
Beverly Hills, CA 90210

Dear Mr. Romaniello:

Beverly Hills Circulation Element
Draft Environmental Impact Report

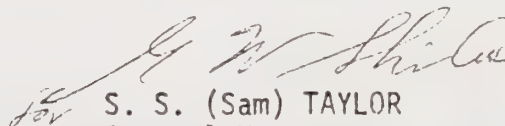
This is in reference to the Draft Environmental Impact Report (EIR) for the new Circulation Element of the Beverly Hills General Plan. This Department has reviewed the Draft EIR and, of necessity, the Circulation and Land Use Elements, primarily with respect to the adequacy of the EIR in detailing the effects of these elements on the adjacent Los Angeles circulation system.

We believe the EIR does not adequately assess the traffic-related impacts of the Circulation and Land Use Elements. The Los Angeles City Council has directed that we inform you of the results of our review. We find the Draft EIR to be inadequate in the following principal respects:

1. There are no objective data on, nor any analysis or statement of, the relationship between capacity of the circulation system and the transportation demands from the proposed land use. An evaluation of peak-hour volume/capacity relationships is fundamental to the determination of traffic impacts, but is lacking. In several cases, items listed under impacts are actually a restatement of goals. The frequent use of imprecise terms, such as, "some," "might," "could," and "may be lessened" take the place of any objective data.
2. There is a unique provision in the Circulation Element that "under no circumstance, however, should such right-of-way (the railroad along the Santa Monica Boulevard) be used to improve the regional transportation network unless the mechanism for regional land use control as described, or an acceptable alternative, is in place and operative."

2. The result of this policy would be to significantly reduce the alternatives available for improving the capacity of the existing street system both within Beverly Hills and for the region. We believe the EIR should quantitatively identify the environmental impacts of this proposed course of action.
3. In addition, the following specific data and issues should be included in the Circulation Element and/or EIR in order to assess traffic impact.
1. Current and 1997 24-hour and peak-hour volumes on the Beverly Hills highway system at screenlines taken at the City's boundaries.
 2. Changes in traffic distribution and capacity utilization which would occur on the highway system if the Traffic Management Plan is imposed. That plan would divert most traffic from several local streets and may affect Los Angeles streets.
 3. Quantitative comparison of local and through traffic and map showing approximate distribution (e.g., LARTS distribution). The documents discuss these subjects without identifying them.
 4. An analysis of the effects of the Beverly Hills Circulation Element on Los Angeles streets and the appropriate role of the Beverly Hills circulation system as a component of the regional transportation system. The Plan and the EIR do not recognize the interdependence of the two street systems.
 5. More practical and immediate mitigation measures (e.g., street widening, signal system improvements or limitation of growth) should be discussed. Further, transit service other than bus would probably not eventuate during the life of the plan and should be so noted.

Very truly yours,


S. S. (Sam) TAYLOR
General Manager

WFC:tg

cc: Councilman Zev Yaroslavsky
Councilman Joel Wachs
Gary Netzer, City Attorney's Office
Frank Eberhard, Department of City Planning
L. L. Clearwater, Department of Traffic
H. M. Gilman, Department of Traffic

6. RESPONSE TO COMMENT ON DRAFT CIRCULATION ELEMENT ENVIRONMENTAL IMPACT REPORT.

This is in response to the comments of the City of Los Angeles Department of City Planning on the adequacy and completeness of the proposed Circulation Element draft Environmental Impact Report. The response is numbered to conform to numbers assigned to each of the issues raised in the February 3, letter from S. S. ("Sam") Taylor, General Manager, City of Los Angeles Department of Traffic. (See circled numbers in left column in the previous section.)

1. The Los Angeles letter states that there is no hard data or analysis of various aspects of circulation in Beverly Hills.

A good deal of information on traffic flows and other circulation matters appeared in the Environmental Setting, a report which, apparently, the City of Los Angeles did not read. In addition, some data was generated on the increase in traffic which would theoretically be generated by maximum development of the proposed Land Use Element. This data appears in the Land Use Element EIR.

2. The City of Beverly Hills' continuing policy has been against piece-meal development of Santa Monica Boulevard. That is, a multifaceted, comprehensive plan for the entire corridor is needed. If done in parts, the total impacts cannot be determined. This policy is condemned by Los Angeles because, according to them, it limits the choices. In the opinion of Beverly Hills, the consequences are not to limit choices as Los Angeles argued, rather, as noted above, the policy is designed to insure that if redeveloped, Santa Monica Boulevard will truly benefit the users of the street as well as the citizens of Beverly Hills generally, and that the redevelopment will minimize adverse impacts.

3. The Los Angeles Traffic Department apparently feels that a good deal of rather specific and technical data should be included in the Element and/or the EIR. Except for the items discussed in points 4. and 5. of this Response, staff feels that Los Angeles' suggested inclusions are unnecessary. Although more information would, no doubt, be of some value or at least of some interest, the staff of Beverly Hills feels that the vast amount of information listed would not result in the uncovering of any additional significant impacts, adverse or beneficial. Therefore, the data was not included by Beverly Hills in the first place.

4. The Beverly Hills proposed Circulation Element clearly recognizes the inter-relationship of Beverly Hills' and the Central-West Los Angeles circulation systems. The entire section on through traffic (traffic neither originating in, nor destined for Beverly Hills) is precisely about this situation. Further, much of the access traffic in Beverly Hills (cars originating in or destined for Beverly Hills) is usually related to the subregional pattern.

5. Street widening, resignalization and other short-term mitigation measures would have been discussed if they seemed appropriate. They were discussed, for example, in the section on the proposed Traffic Management Plan. It is spurious to discuss mitigation measures which are valueless to the specific issues.

7. PERSONS/AGENCIES CONTACTED (Partial List).

Beverly Hills Department of Building & Safety.
Beverly Hills Department of Public Services.
Beverly Hills Department of Traffic & Parking.
Beverly Hills Water Department.
Los Angeles County Air Pollution Control District.
Southern California Edison Company.
Southern California Gas Company.

8. MINUTES, ENVIRONMENTAL REVIEW BOARD.

MINUTES

ENVIRONMENTAL REVIEW BOARD

City of Beverly Hills

Regular Meeting of February 4, 1977

The regular meeting of the Environmental Review Board was held in the City Council Chambers at 9:00 a.m. on February 4, 1977, Chairman DeChellis presiding.

1. ROLL CALL.

Members Present: Kaplan, Mitchell, Petraitis, Bordner, DeChellis.
Members Absent: None.
Staff Present: Allen.

2. CONSIDERATION OF THE MINUTES.

Moved by Bordner, seconded by Kaplan, that the Minutes of the January 28, 1977, meeting be approved as read.

AYES: Kaplan, Mitchell, Petraitis, Bordner, DeChellis.
NOES: None.
CARRIED.

3. UNFINISHED BUSINESS.

None.

4. ENVIRONMENTAL MATTERS.

Report of Secretary: Categorical Exemptions. (Information only.)

5. PUBLIC HEARINGS.

A. Land Use Element Draft Environmental Impact Report.

The Chairman opened a public hearing to consider a draft Environmental Impact Report entitled: DRAFT ENVIRONMENTAL IMPACT REPORT FOR THE PROPOSED LAND USE ELEMENT OF THE STATE-MANDATED GENERAL PLAN.

Notice of this hearing was published and proof of publication is on file with the Secretary of the Environmental Review Board and in the office of the Director of Planning.

Persons having comments concerning the completeness and legal sufficiency of the Environmental Impact Report had been requested to submit such comments in writing to the Secretary of the Environmental Review Board prior to the date of the hearing. No written comments had been received.

The Secretary's report recommending the adoption of the EIR as final was read.

The Chairman called for comments from the audience.

Frank Eberhard of the Los Angeles City Planning Department presented material relating to the Land Use Element EIR to the Secretary of the ERB as directed by the Los Angeles City Council. The comments regarding the Land Use Element EIR were read into the record by Mr. Eberhard and are attached hereto.

The Chairman then called for comments from members of the Board.

Kaplan stated that in addition to the comments he had submitted previously, he would like to submit further comments in writing. He stated he would also like to have time to consider the City of Los Angeles comments.

There were no further comments and Chairman DeChellis declared the hearing closed.

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It was moved by Petraitis, seconded by Kaplan, that the comments on the draft Land Use Element be taken under study by the members of the ERB at their next meeting.

AYES: Kaplan, Mitchell, Petraitis, Bordner, DeChellis.

NOES: None.

CARRIED.

B. Circulation-Transportation Element Draft Environmental Impact Report.

The Chairman opened a public hearing to consider a draft Environmental Impact Report entitled: DRAFT ENVIRONMENTAL IMPACT REPORT FOR THE PROPOSED CIRCULATION ELEMENT OF THE STATE-MANDATED GENERAL PLAN.

Notice of this hearing was published and proof of publication is on file with the Secretary of the Environmental Review Board and in the office of the Director of Planning.

Persons having comments concerning the completeness and legal sufficiency of the Environmental Impact Report had been requested to submit such comments in writing to the Secretary of the Environmental Review Board prior to the date of the hearing. No written comments had been received.

The Secretary's report recommending the adoption of the EIR as final was read.

The Chairman called for comments from the audience.

Hugh Gilman, Traffic Department, City of Los Angeles, under the direction of the City Council of Los Angeles, read into the record comments on the Circulation Element. Mr. Gilman's comments are attached hereto.

There were no additional comments from the members of the Board, and the Chairman declared the hearing closed.

It was moved by Kaplan, seconded by Petraitis, that this matter be taken under study and that it be carried over to the next meeting.

AYES: Kaplan, Mitchell, Petraitis, Bordner, DeChellis.

NGES: None.

CARRIED.

6. APPEALS.

None.

7. MATTERS PRESENTED BY MEMBERS OF THE BOARD.

The Secretary of the ERB informed the Board that the State Guidelines were to be reproduced and forwarded to the Board as soon as possible.

Also, the newly revised CEQA and State Guidelines would make it necessary for this City to amend its current environmental regulations, specifically in the areas of notifications of Negative Declarations and additions to the list of Categorical Exemptions.

It was moved by Petraitis, seconded by Kaplan, that the Secretary prepare an analysis of the proposed changes for the Board's review at a later date.

AYES: Kaplan, Mitchell, Petraitis, Bordner, DeChellis.

NOES: None.

CARRIED.

8. ORAL COMMUNICATIONS FROM THE AUDIENCE.

None.

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9. ADJOURNMENT.

Moved by Kaplan, seconded by Petraitis, that the meeting adjourn.

PASSED AND APPROVED THIS
11th day of February, 1977.

George DeChellis
Chairman

MINUTES

ENVIRONMENTAL REVIEW BOARD

City of Beverly Hills

Regular Meeting of April 1, 1977

The regular meeting of the Environmental Review Board was held in the City Council Chambers at 9:00 a.m. on April 1, 1977, Chairman DeChellis presiding.

1. ROLL CALL.

Members Present: Kaplan, Mitchell, Petraitis, Bordner, DeChellis.
Members Absent: None.
Staff Present: Allen, Romaniello, Kline.

2. CONSIDERATION OF THE MINUTES.

Following a discussion of the Minutes of the March 25, 1977, meeting, DeChellis ordered approval of same to be held over to the next regular meeting to allow time for making corrections.

3. UNFINISHED BUSINESS.

A. Resolution adopting Land Use Element EIR as complete and final.

It was moved by Mitchell, seconded by Kaplan, that the Board adopt the Resolution entitled, RESOLUTION OF THE ENVIRONMENTAL REVIEW BOARD OF THE CITY OF BEVERLY HILLS CERTIFYING THAT THE ENVIRONMENTAL IMPACT REPORT FOR THE REVISED LAND USE ELEMENT OF THE GENERAL PLAN COMPLIES WITH THE CEQA AND THE STATE GUIDELINES AND DECLARING THE ENVIRONMENTAL IMPACT REPORT AS FINAL.

AYES: Kaplan, Mitchell, Petraitis, Bordner, DeChellis.
NOES: None.
CARRIED.

B. Resolution adopting Circulation Element EIR as complete and final.

It was moved by Mitchell, seconded by Kaplan, that the Board adopt the Resolution entitled, RESOLUTION OF THE ENVIRONMENTAL REVIEW BOARD OF THE CITY OF BEVERLY HILLS CERTIFYING THAT THE ENVIRONMENTAL IMPACT REPORT OF THE REVISED CIRCULATION ELEMENT OF THE GENERAL PLAN COMPLIES WITH THE CEQA AND THE STATE GUIDELINES AND DECLARING THE ENVIRONMENTAL IMPACT REPORT AS FINAL.

AYES: Kaplan, Mitchell, Petraitis, Bordner, DeChellis.
NOES: None.
CARRIED.

4. ENVIRONMENTAL MATTERS.

Report of Secretary: Categorical Exemptions. (Information only.)

5. PUBLIC HEARINGS.

None.

6. APPEALS.

None.

7. MATTERS PRESENTED BY MEMBERS OF THE BOARD.

None.

8. ORAL COMMUNICATIONS FROM THE AUDIENCE.

None.

9. ADJOURNMENT.

It was moved by Kaplan that the meeting adjourn.

PASSED AND APPROVED THIS
8th day of April, 1977.

George DeChellis
Chairman



ACKNOWLEDGEMENT

City Council

Richard A. Stone, Mayor
Joseph N. Tilem, Vice Mayor
George Slaff
Charles Aronberg, M.D.
Donna Ellman

City Manager

George E. Morgan

Planning Commission

Thomas R. Vreeland, Jr., Chairman
Edward I. Brown, Vice Chairman
Donald De Witt
Winston Miller
Benjamin Stansbury

Department of Planning

Irwin Moss Kaplan, Director of Planning
Peter Melczer, Principal Planner
Nicholas T. Romaniello, Principal Planner
Robert A. Sherwin, Assistant Planner

